# AMENDED IN ASSEMBLY JUNE 28, 1999 AMENDED IN SENATE JUNE 1, 1999 AMENDED IN SENATE APRIL 6, 1999

### SENATE BILL

No. 661

## **Introduced by Senator Alarcon**

February 24, 1999

An act to add and repeal Section 12330 of An act to add Sections 91559, 91559.1, 91559.2, 91559.3, 91559.4, 91559.5, and 91559.6 to, and to add and repeal Section 91559.7 of, the Government Code, relating to economic development, and making an appropriation therefor.

#### LEGISLATIVE COUNSEL'S DIGEST

SB 661, as amended, Alarcon. Economic development lenders.

Existing law establishes—various programs and entities to facilitate economic development in the state the California Industrial Development Financing Advisory Commission to, among other things, assist industrial development authorities in the planning, preparation, marketing, and sale of industrial development revenue bonds.

This bill would require until January 1, 2005, that the Treasurer to commission establish procedures to evaluate and certify the participation of economic development lenders in a program to allow that allows those lenders to increase or reduce the liquidity of recapitalize their financial resources to meet current demands of borrowers, by—depositing selling, or pledging as collateral, loans—with to the—Treasurer commission

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in exchange for cash liquidity, or purchasing securities. This bill would give the commission the authority to issue public debt in the form of bonds, and the power to secure those bonds with the loans sold or pledged to the commission by economic leaders. The would establish development bill Community and Economic Development Fund in the State Treasury—for this purpose and provide that the fund shall be continuously appropriated to the Treasurer commission for purposes of the bill. Revenue generated through the sale of bonds secured by loans sold or pledged to the commission by development lenders would beavailable the Community and Economic recapitalize **Development** Fund or a reserve fund.

This bill would transfer \$5,000,000 from the General Fund to the Community and Economic Development Fund, a continuously appropriated fund, to undertake the program, and thereby would make an appropriation.

 $\frac{2}{3}$ . Appropriation: yes. Fiscal committee: State-mandated local program: no.

The people of the State of California do enact as follows:

#### SECTION 1. Section 12330 is added to the 1

- added 2 SECTION 1. Section 91559 is the Government Code, to read: 3
- 91559. (a) The commission is authorized from time
- 5 to time to issue its negotiable bonds, notes, debentures, or other securities, collectively called "bonds," in order to
- provide funds for achieving any of its purposes. Without
- limiting the generality of the foregoing, the bonds may be
- authorized to finance a single project for a single
- 10 company, a series of projects for a single company, a series
- of projects for a single company, or several projects for
- 12 several participating parties. In anticipation of the sale of
- 13 these bonds, the commission may issue negotiable bond
- 14 anticipation notes and may renew the notes from time to 15 time. The notes shall be paid from any revenues of the
- 16 commission or other moneys available therefor and not
- otherwise pledged, or from the proceeds of the sale of the
- 18 bonds of the commission in anticipation of which they

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were issued. The notes shall be issued in the same manner as the bonds. The notes and agreements relating to notes and bond anticipation notes, collectively called "notes," and the resolution or resolutions authorizing the notes may contain any provisions, conditions, or limitations which a bond, agreement relating to the bond, and bond resolution of the commission may contain.

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- (b) Except as may otherwise be expressly provided by the commission, every issue of its bonds or notes shall be general obligations of the commission payable from any revenues or moneys of the commission available therefor and not otherwise pledged, subject only to agreements with the holders of particular bonds or notes pledging any particular revenues or moneys and subject 15 to any agreements with any company. Notwithstanding 16 that the bonds, notes, or obligations may be payable from a special fund, they shall be, and shall be deemed to be, 18 for all purposes negotiable instruments, subject only to the provisions of the bonds, notes, or other obligations for registration.
- (c) The bonds may be issued as serial bonds or as term bonds, or the commission, in its discretion, may issue 23 bonds of both types. The bonds shall be authorized by 24 resolution of the commission and shall bear the date or dates, mature at the time or times, not exceeding 40 years 26 from their respective dates, bear interest at the rate or rates, be payable at the time or times, be in the denominations, be in the form, either coupon registered, carry the registration privileges, be executed 30 in the manner, be payable in lawful money of the United States at the place or places, and be subject to the terms of redemption, as the resolution or resolutions may 32 provide. The bonds or notes may be sold by the Treasurer 34 at public or private sale, for the price or prices and on the 35 terms and conditions as the commission shall determine, 36 after giving due consideration to the recommendations of any company to be assisted from the proceeds of the bonds or notes. Pending preparation of definitive bonds, the Treasurer may issue interim receipts, certificates, or temporary bonds that shall be exchanged for the

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definitive bonds. The Treasurer may sell any bonds, notes, or other evidence of indebtedness at a price below the par value thereof.

- (d) Any resolution or resolutions authorizing 5 bonds or any issue of bonds may contain provisions, which 6 shall be a part of the contract with the holders of the bonds to be authorized, as to the following:
- (1) Pledging the full faith and credit of the commission or pledging all or any part of the revenues of any project 10 or any revenue-producing contract or contracts made by commission with any individual, corporation, or association or other body, public or 13 private, or other moneys of the commission, to secure the 14 payment of the bonds or of any particular issue of bonds, 15 subject to those agreements with bondholders as may 16 then exist.
- (2) *The* rentals, fees, purchase loan payments, 18 repayments, and other charges to be charged, and the amounts to be raised in each year thereby, and the use and disposition of the revenues.
  - (3) The setting aside of reserves or sinking funds, and the regulation and disposition thereof.
- (4) Limitations on the right of the commission or its 24 agent to restrict or regulate the use of the project or projects to be financed out of the proceeds of the bonds or any particular issue of bonds.
- (5) Limitations on the purpose to which the proceeds 28 of the sale of any issue of bonds then or thereafter to be issued may be applied, and pledging those proceeds to secure the payment of the bonds or any issue of the bonds.
- (6) Limitations on the issuance of additional bonds, the 32 terms upon which additional bonds may be issued and secured, and the refunding of outstanding bonds.
- (7) The procedure, if any, by which the terms of any 35 contract with bondholders may beamended 36 abrogated, the amount of bond that the holders of which are required to consent thereto, and the manner in which the consent may be given.
- 39 (8) Limitations on expenditures for operating, administrative, or other expenses of the commission. 40

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(9) Defining the acts or omissions to act which constitute a default in the duties of the commission to holders of its obligations, and providing the rights and remedies of the holders in the event of a default.

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- (10) The mortgaging of any project and the site of the project for the purpose of securing the bondholders.
- (11) The mortgaging of land, improvements, or other assets owned by a company for the purpose of securing 9 the bondholders.
- (12) Procedures for the selection of projects to be 11 financed with the proceeds of the bonds authorized by 12 the resolution, if the bonds are sold in advance of designation of the projects, and participating parties to 14 receive the financing.
- (e) Neither the members of the commission, nor any 16 person executing the bonds or notes shall be liable personally on the bonds or notes or be subject to any 18 personal liability or accountability by reason of the issuance thereof.
- (f) The commission shall have the power out of any 21 funds available for these purposes to purchase its bonds 22 or notes. The commission may hold, pledge, cancel, or 23 resell those bonds, subject to and in accordance with agreements with the bondholders.
- (g) Any funds of the commission, including without 25 26 limitation, proceeds from the sale of bonds or notes, may be invested in any obligations of any state or local government meeting the requirements of subsection (a) of Section 103 of the Internal Revenue Code of 1986 (26 30 U.S.C. Sec. 103(a)) including mutual funds, trusts, and similar instruments representing a pool of obligations. The 32 adopt regulations Treasurer mav providing appropriate investment standards for those investments. 34 If the Treasurer determines it to be necessary to assure 35 compliance with federal tax laws or regulations, the 36 commission may, notwithstanding any other provision of 37 law, deposit funds received as fees from the issuance of its 38 obligations with a bank or trust company acting on behalf 39 of the commission.

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SEC. 2. Section 91559.1 is added to the Government Code, to read:

3 91559.1. In the discretion of the commission, any bonds issued under the provisions of this article may be secured by a trust agreement by and between the 6 commission and a corporate trustee or trustee, which may be the Treasurer or any trust company or bank having the powers of a trust company within or without the state. 9 The trust agreement or the resolution providing for the 10 issuance of the bonds may pledge or assign the revenues to be received or proceeds of any contract or contracts 12 pledged and may convey or mortgage the project or 13 projects, or any portion thereof, to be financed out of the 14 proceeds of the bonds. The trust agreement or resolution 15 providing for the issuance of the bonds may contain 16 provisions for protecting and enforcing the rights and 17 remedies of the bondholders as may be reasonable and 18 proper and not in violation of the law, including 19 particularly provisions that have been specifically 20 authorized in this article to be included in any resolution 21 or resolutions of the commission authorizing bonds 22 thereof. Any bank or trust company doing business under 23 the laws of this state which may act as depositary of the 24 proceeds of bonds or of revenues or other moneys may 25 furnish indemnifying bonds or pledge securities as may 26 be required by the commission. Any trust agreement may set forth the rights and remedies of the bondholders and 28 of the trustee or trustees, and may restrict the individual 29 right of action by bondholders. In addition to the 30 foregoing, any trust agreement or resolution may contain 31 other provisions as the commission may deem reasonable 32 and proper for the security of the bondholders. Notwithstanding any other provision of law, 34 Treasurer shall not be deemed to have a conflict of 35 interest by reason of acting as trustee pursuant to this 36 division. All expenses incurred in carrying out the provisions of the trust agreement or resolution may be treated as a part of the cost of the operation of a project.

39 SEC. 3. Section 91559.2 is added to the Government 40 Code, to read:

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91559.2. Bonds issued under the provisions of this 1 article shall not be deemed to constitute a debt or liability of the state or of any political subdivision thereof, other 4 than the commission, or a pledge of the faith and credit 5 of the state or of any political subdivision, other than the 6 commission, but shall be payable solely from the funds herein provided therefor. All bonds shall contain on the face thereof a statement to the effect: "Neither the faith and credit nor the taxing power of the State of California 10 is pledged to the payment of the principal of or interest on this bond." The issuance of bonds under the provisions of this article shall not directly or indirectly or 12 contingently obligate the state or any political subdivision 14 thereof to levy or to pledge any form of taxation whatever 15 therefor or to make any appropriation for their payment. 16 Nothing contained in this section shall prevent nor be 17 construed to prevent the commission from pledging its 18 full faith and credit to the payment of bonds or issue of bonds authorized pursuant to this article.

20 SEC. 4. Section 91559.3 is added to the Government 21 Code. to read:

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91559.3. (a) The commission is authorized to issue 23 bonds of the commission for the purpose of refunding any bonds, notes, or securities of the commission then outstanding, including the payment of any redemption premium thereon and any interest accrued or to accrue the earliest or subsequent date of redemption, purchase, or maturity of those bonds, and, if deemed advisable by the commission, for the additional purpose of paying all or any part of the cost of constructing and acquiring additions, improvements, extensions, enlargements of a project or any portion thereof.

(b) The proceeds of any bonds issued for the purpose 34 of refunding outstanding bonds, notes, or securities may, in the discretion of the commission, be applied to the 36 purchase, retirement at maturity, or redemption prior to maturity, of any outstanding bonds either on their earliest redemption date or dates, any subsequent redemption date or dates, upon their purchase or maturity, or paid to a third person to assume the commission's obligation to

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make the payments, and may, pending that application, be placed in escrow to be applied to the purchase, 3 retirement at maturity, or redemption on the date or dates determined by the commission.

- (c) Any proceeds placed in escrow may, pending their 6 use, be invested and reinvested in obligations or securities authorized by resolutions of the commission, payable or maturing at the time or times as are appropriate to assure 9 the prompt payment of the principal, interest, 10 redemption premium, if any, of the outstanding bonds to be refunded at maturity or redemption of the bonds to be 12 refunded either at their earliest redemption date or dates 13 or any subsequent redemption date or dates. The interest, 14 income, and profits, if any, earned or realized on any 15 investment may also be applied to the payment of the 16 outstanding bonds to be refunded or to the payment of interest on the refunding bonds. After the terms of the 17 18 escrow have been fully satisfied and carried out, any 19 balance of the proceeds and interest, income and profits, 20 if any, earned or realized on the investments thereof may be returned to the commission for use by the commission. 21
- (d) The portion of the proceeds of any bonds issued for 23 the additional purpose of paying all or any part of the cost of constructing and acquiring additions, improvements, 25 extensions, or enlargements of a project may be invested and reinvested in obligations or securities authorized by resolution of the commission, maturing not later than the time or times when the proceeds will be needed for the 29 purpose of paying all or any part of the cost. The interest, 30 income, and profits, if any, earned or realized on the investments may be applied to the payment of all or any part of the cost or may be used by the commission in any lawful manner.
- 34 (e) All of those refunding bonds are subject to this 35 article in the same manner and to the same extent as 36 other bond issued pursuant to this article.
- SEC. 5. Section 91559.4 is added to the Government 37 38 Code, to read:
- 91559.4. Bonds, notes, or other securities issued by the 39 commission are legal investments for all trust funds, the

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funds of all insurance companies, banks, both commercial savings, trust companies, savings and and 3 associations, companies, administrators, investment executors, conservators, guardians, trustees, and other 5 fiduciaries, for state school funds, and for any funds which 6 may be invested in county, municipal, or school district bonds; and these bonds, notes, or other securities are securities which may properly and legally be deposited with, and received by, any state or municipal officer or 10 agency or political subdivision of the state for any purpose for which the deposit of bonds or other obligations of the state is now or may hereafter be authorized by law. 12 13

SEC. 6. Section 91559.5 is added to the Government 14 *Code*, to read:

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91559.5. The State of California does pledge to and 16 agree with the holders of the bonds, notes, and other obligations issued pursuant to this article, and with those 18 parties who may enter into contracts with the commission 19 pursuant to the provisions of this article, that the state will 20 not limit, alter, or restrict the rights hereby vested in the commission until the bonds, together with the interest thereon, are fully paid and discharged and those contracts are fully performed on the part of the commission. The commission as agent for the state is authorized to include this pledge and undertaking for the state in those bonds or contracts.

SEC. 7. Section 91559.6 is added to the Government 28 Code, to read:

91559.6. No liability shall be incurred by the commission beyond the extent to which moneys have 30 been provided under this article; except that for the purposes of meeting the necessary expenses of initial 32 organization and operation until the date that the 34 commission derives revenues or proceeds from bonds or 35 notes as provided under this article, the commission may 36 borrow money as needed for those expenses from any 37 funds available to the commission, including the General Those borrowed moneys shall be repaid with 38 *Fund*. interest within a reasonable time after the commission SB 661 **— 10 —** 

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receives revenues or proceeds from bonds or notes as provided in this article.

- 3 SEC. 8. Section 91559.7 is added to the Government Code, to read:
- 5 *91559.7.* (a) For purposes of this section, 6 following terms have the following meanings:
- development lenders" may include (1) "Economic public, private, or quasi-public community development 9 banks and credit unions, community development loan 10 funds, microenterprise funds, community development 11 corporation-based loan funds, community and economic 12 development venture funds, and revolving loan funds.
- 13 (2) "Fund" means the Community and Economic 14 Development Fund established pursuant to subdivision 15 *(b)*.
- (3) "Measured criteria" means evaluation of active 17 loans based upon the lender's original underwriting 18 criteria, including, but not limited to, the payment history 19 of the borrower, the relationship between the lender and 20 borrower, and the borrower's pledged "Measured criteria" also includes traditional credit risk analysis.
- (4) "Overcollateralization" means the assignment of 24 collateral in excess of the principal amount of the debt 25 secured by that collateral.
- (5) "Reserve fund" means cash assets held in the fund 27 to offset loan losses otherwise intended to meet the dividend obligations of the commission pursuant to this section. The reserve fund may be capitalized by the 30 transfer to the fund made by the act adding this section, 31 by loan payments from loans sold or pledged to the 32 commission by economic development lenders pursuant 33 to subdivision (d), and by revenue generated through the 34 bonds secured by those loans.
- (6) "Subordination" means the commission's right to 36 receive payment on the loans securing the bonds issued 37 by the commission shall be subordinate to the obligations 38 *owed to the purchasers of those bonds.*
- **Economic** 39 (b) The Community and **Development** 40 Fund is hereby created in the State Treasury and,

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notwithstanding Section 13340, this fund is continuously appropriated to the commission for purposes of this section.

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- commission shall establish procedures (c) The 5 evaluate and certify the participation of economic development lenders in the state in a program that allows lenders to recapitalize their financial resources in order to meet the current demands of borrowers.
- (d) Once certified by the commission to participate in 10 the program, economic development lenders may sell, or pledge as collateral, to the commission current and active 12 loans in exchange for cash liquidity. The amount of cash 13 liquidity available for each loan shall be determined on a 14 loan-by-loan basis, shall be based upon the projected 15 income from the loan and the perceived risk of the loan, 16 and shall provide the economic development lender a 17 reasonable value for the loan asset. The income stream 18 from loans sold or pledged as collateral to the commission shall accrue to the commission in order to regenerate the 20 *fund*.
- (e) The commission shall establish procedures 22 perform due diligence and certification for all economic 23 development lenders seeking to participate in 24 program. Due diligence shall also be performed for each 25 loan an economic development lender seeks to sell or 26 pledge to the commission pursuant to subdivision (d) based on measured criteria to determine the financial and risk quality of the loan.
- (f) Loans sold or pledged to the commission pursuant 30 to subdivision (d) shall serve as collateral for bonds issued 31 by the commission. The revenue generated by the 32 issuance of bonds secured by those loans shall be used to regenerate the fund and may also be used by the 34 commission to establish and recapitalize a reserve fund. 35 The commission may provide credit enhancements for 36 these bonds in order to support the credit quality of the bonds and increase their marketability to investors. Credit enhancements by the commission may include, 38 39 not be limited to, overcollateralization, subordination, third party letters of credit, or a reserve

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fund dedicated to ensure full and timely repayment of the bonds.

- (g) The commission shall report to the Governor and the Legislature on or before January 1, 2004, on the effectiveness of this program in creating a secondary for 6 market community and economic development lenders and on any recommended changes to the program established by this section.
- 9 (h) This section shall remain in effect only until 10 January 1, 2005, and as of that date is repealed, unless a later enacted statute, that is enacted before January 1, 12 2005, deletes or extends that date. This subdivision shall 13 not, however, apply to any bonds secured by loans sold or 14 pledged to the commission pursuant to this section, if 15 those bonds were issued prior to, and remain outstanding 16 on, January 1, 2005. Those bonds shall remain outstanding until their redemption date or until the time that they are 17 18 purchased or mature, and the commission may issue 19 bonds for the purpose of refunding those outstanding 20 bonds only for the purpose of reducing the commission's 21 borrowing costs, and provided further that the term of 22 the bonds so refunded is not extended. Upon prepayment of the loans securing those bonds, the bonds shall be 24 redeemed as soon as practicable. 25
- SEC. 9. The sum of five million dollars (\$5,000,000) is 26 hereby transferred from the General Fund to the Community and Economic Development Fund to carry 28 out Section 91559.7 of the Government Code.
  - Government Code, to read:
  - 12330. (a) For purposes of this section, the following terms have the following meanings:
- (1) "Economic development lenders" may include public, private, or quasi-public community development banks and credit unions, community development loan funds, microenterprise funds, community development 36 corporation-based loan funds, community and economic development venture funds, and revolving loan funds.
- (2) "Fund" means the Community and Economic 38 Development Fund established pursuant to subdivision 39 40

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(3) "Measured criteria" means evaluation of active loans based upon the lenders original criteria, including, but not limited to, the payment history of the borrower, the relationship between the lender and borrower, and the borrowers pledged collateral. "Measured criteria" also includes traditional credit risk analysis.

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- (4) "Overcollateralization" means assigning collateral in excess of accepted standards used by institutional investors to determine the credit worthiness of securities.
- (5) "Reserve fund" means eash assets held in the fund to offset loan losses otherwise intended to meet the dividend obligations of the Treasurer pursuant to this section. The reserve fund may be capitalized by the appropriation made by the act adding this section, loan payments from loans deposited with the Treasurer by economic development lenders, and liquidity raised by the sales of debt by the Treasurer.
- (b) The Community and Economic Development Fund is hereby created in the State Treasury and notwithstanding Section 13340, this fund is continuously appropriated to the Treasurer for purposes of this section.
- (c) The Treasurer shall establish procedures to evaluate and certify the participation of economic development lenders in the state in a program that allows lenders to increase or reduce the liquidity of resources in order to meet the current demands of borrowers.
- (d) The Treasurer may issue public debt for purposes of this program, which shall be short to medium term instruments for the purpose of generating liquidity for the Treasurer to operate the program and serve as collateral for investment grade paper issued by the Treasurer for the activities undertaken pursuant to paragraph (2) of subdivision (e). The liquidity from debt issuance shall also be used to establish a loan loss reserve fund for loans held by the Treasurer pursuant to paragraph (1) of subdivision (e). Debt issued pursuant to this section shall be based upon set payment terms, and bond repayments shall be made from a combination of loan payments and a loan-loss reserve funded by the

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1 <del>appropriation made by the act adding this section and</del> 2 <del>premiums.</del>

- (e) Once certified by the Treasurer to participate in the program, lenders may participate in the following manner:
- (1) Lenders with limited liquidity may deposit current and active loans with the Treasurer in exchange for eash liquidity. The amount of eash liquidity available for each loan shall be based upon the projected income from the loan on a ratio that provides the lender a reasonable value for the loan asset. The income stream from loans deposited with the Treasurer shall accrue to the Treasurer in order to regenerate the eash assets in the fund.
- (2) Lenders with excess liquidity may purchase special securities issued pursuant to this section from the Treasurer as an investment instrument. The liquidity generated by the Treasurer through securities sales pursuant to this section shall be utilized to recapitalize lenders as provided in paragraph (1).
- (f) The Treasurer shall establish procedures to perform due diligence and certification for all lenders seeking to participate in the program. Due diligence shall also be performed for each loan a lender seeks to deposit with the Treasurer pursuant to paragraph (1) of subdivision (e) based on measured criteria to determine the quality of the loan, including, but not limited to, the collateral for the loan, current performance, and projected future performance.
- (g) At a time to be determined by the Treasurer, securities collateralized by the loans deposited with the Treasurer pursuant to this section may be sold to private sector institutional investors for the purpose of increasing the available liquidity in the fund for utilization by economic development lenders with limited liquidity. The Treasurer may provide credit enhancements for these securities in order to support the credit quality of the securities and increase their marketability to investors. Credit enhancements may include, but shall not be limited to, overcollateralization, subordination, or

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a reserve fund dedicated to ensure full and timely payment of security dividends.

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- (h) The Treasurer shall report to the Governor and the Legislature on or before January 1, 2004, on the effectiveness of this program in creating a secondary market for community and economic development lenders and on any recommended changes to the program established by this section.
- (i) This section shall remain in effect only until 10 January 1, 2005, and as of that date is repealed, unless a later enacted statute, that is enacted before January 1, 2005, deletes or extends that date.
- SEC. 2. The sum of five million dollars (\$5,000,000) is 13 14 hereby transferred from the General Fund to the Community and Economic Development Fund to carry out Section 12330 of the Government Code.